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# Report of the Secretary-General on the situation in Somalia

## I. Introduction

1. The present report is submitted pursuant to the statement of the President of the Security Council of 31 October 2001 (S/PRST/2001/30), in which the Council requested me to submit reports at least every four months on the situation in Somalia. The report covers developments since my last report of 28 February 2007 (S/2007/115), and focuses, in particular, on the preparations for the national reconciliation congress, pursuant to the request contained in the Security Council presidential statement of 30 April 2007 (S/PRST/2007/13). It also includes an update on the security and human rights situation, and the humanitarian and development activities of the United Nations agencies and programmes for Somalia, as well as the status of contingency planning for a possible United Nations peacekeeping operation.

## II. Main developments in Somalia

### A. Preparations for the national reconciliation congress

2. In his address to the Transitional Federal Parliament on 1 March 2007, President Abdullahi Yusuf announced the convening of a national reconciliation congress. The congress will be held in Mogadishu and some 1,325 delegates from within the country and the diaspora are expected to attend, on the basis of the 4.5 clan power-sharing formula. The Transitional Federal Government also announced its intention to secure the capital and disarm the insurgents before the convening of the congress. The opening of the congress, initially scheduled for 16 April and postponed to 14 June 2007, has been postponed again until 15 July 2007, reportedly to allow more time to the Somali clans to choose delegates and to prepare the venue of the conference.

3. On 14 March, at a meeting in Nairobi, Prime Minister Ali Mohamed Gedi presented the Government's road map for governance, national dialogue and reconciliation in Somalia, and announced the setting up of the National Governance and Reconciliation Committee, consisting of six eminent Somali personalities, to be chaired by former President Ali Mahdi Mohamed. The Committee was mandated to independently organize and manage the congress. The Transitional Federal Government also requested that an international advisory committee, comprising

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members of the international community and headed by my Special Representative, be established to assist the Committee by providing political, technical and financial support to the congress. The international advisory committee met with the Committee on 10 April and 26 May in Nairobi to discuss preparations for the congress.

4. President Yusuf underscored the independence of the National Governance and Reconciliation Committee as the sole authority mandated to run the affairs of the congress, including the management of its resources, in a letter dated 8 April 2007, addressed to Prime Minister Gedi and copied to the Speaker of the Transitional Federal Parliament, Sheikh Aden Mohammed Nor, as well as the Chairman of the Committee. Parliament adopted a resolution endorsing the convening of the congress, but stressed that all decisions of the "final reconciliation conference" should be in accordance with the Transitional Federal Charter. However, the resolution further stipulates that in the event of disputes or deadlock over the selection of delegates to the final reconciliation conference, the final arbiters shall be the members of Parliament from the areas concerned. The resolution also urges donors to speed up the process of providing the members of Parliament with the constituent visit allowance.

5. Many partners considered that the resolution was ambiguous since it did not make a distinction between the role of the Transitional Federal Parliament and that of the National Governance and Reconciliation Committee in the selection of the participants to the congress. My Special Representative addressed a letter to President Yusuf on behalf of the international advisory committee on 27 April, to seek clarification on the respective roles of Parliament and the Committee in the organization of the congress. In response, President Yusuf formally reiterated the independence of the Committee as the sole body charged with organizing and managing the congress.

6. During an official visit to Mogadishu on 10 May 2007, my Special Representative stressed to President Yusuf, Prime Minister Gedi and Transitional Federal Parliament Speaker Nor that it would be important for Parliament to recognize the independence of the National Governance and Reconciliation Committee by formally endorsing it. This would pave the way for the release, by the international community, of the funds needed to organize the congress. The three leaders agreed to convene a session of Parliament to address the issue. President Yusuf made it clear that the traditional leaders, acting under the auspices of the Committee, would be responsible for the selection of delegates to the congress. Parliament and the Committee would pool their efforts to help the traditional leaders in this process.

7. Throughout the reporting period, my Special Representative remained in contact with political leaders from all sides. He impressed upon all his interlocutors the need to engage in a true reconciliation process.

8. While the leaders of the former Union of Islamic Courts indicated their willingness to attend the meeting, they insisted that they would do so as a political entity. They also disagreed with the plan of the Transitional Federal Government to pacify Mogadishu through the forcible disarmament of armed groups. They further voiced their reservations on the choice of Mogadishu as the venue for the congress. The leaders of the Union of Islamic Courts have now linked their participation in the congress with the withdrawal of Ethiopian forces from Somalia. Subsequently, in a

press conference on 24 May, the leadership of the Union of Islamic Courts and former Parliament Speaker Sharif Hassan Sheikh Aden announced that they will boycott the congress. The position of the Government is that all those who reject violence and accept the Government can participate in the congress as representatives of their respective clans.

9. The congress provides a useful opportunity to move the reconciliation process forward. However, the success of the congress hinges on ensuring that the process is owned and driven by Somalia, independently and objectively managed, and that it includes broad-based participation, including representatives of the diaspora. Adequate preparation and security arrangements are also critical for the success of the congress.

10. The congress should be seen as one step in a much broader reconciliation process and must seek to address fundamental issues relating to power-sharing and security, including the establishment of a comprehensive and verifiable ceasefire mechanism. The security situation in Mogadishu, which has so far been a major stumbling block on the path to peace, also has to be resolved by addressing the concerns of the discontented clans and of other interest groups, including the business community.

## B. Situation in Mogadishu

11. Following Parliament's decision to relocate both the Cabinet and the Office of the President to Mogadishu, President Yusuf returned to the capital on 13 March 2007 from Baidoa, where the Transitional Federal Government had been based during the past year. Since then, the Government has been trying to secure the capital in preparation for the national reconciliation congress.

12. The Transitional Federal Government, with the support of Ethiopian forces, launched operations to disarm insurgents in Mogadishu on 21 March. However, this was met with stiff resistance from remnants of the Union of Islamic Courts and militiamen from the various subclans of Mogadishu's dominant Hawiye clan. Heavy fighting ensued and lasted until 27 April, when Government and Ethiopian troops captured insurgent strongholds in north Mogadishu. Heavy weapons were used and large numbers of casualties occurred as a result of the hostilities. The month-long fighting in Mogadishu was unusually fierce, also involving heavy weapons. The death toll numbered in the hundreds, including many civilians. Hundreds of thousands of residents were displaced and Mogadishu's few hospitals were overwhelmed with the injured, as were the hospitals in nearby towns. In late April, the Government claimed victory over the insurgents in Mogadishu and invited displaced residents to return, indicating that military operations had then ended. For the first time since their arrival in March, troops of the African Union Mission in Somalia (AMISOM) began patrolling the streets of Mogadishu and provided medical assistance to those injured in the hostilities.

13. In a statement issued on 29 March 2007, I expressed concern about the intensification of fighting in Mogadishu, and urged all the parties to put an immediate end to the fighting and to honour the agreed cessation of hostilities. I also emphasized that sustainable peace in Somalia can be attained only through an inclusive dialogue leading to a political solution and national reconciliation. Throughout the fighting, the United Nations repeatedly expressed its concern at the

deteriorating humanitarian situation caused by the conflict in Mogadishu and urged all the parties to take all necessary measures to prevent needless human suffering.

14. The opposition leaders in exile — including leaders of the former Union of Islamic Courts, former Parliament Speaker Sharif Hassan Sheikh Aden, and a group of former parliamentarians — and the then Transitional Federal Government Deputy Prime Minister and Minister for Public Works, Hussein Aidid, held a series of meetings in Asmara, in which they severely criticized the military action of the Government and Ethiopian forces in Mogadishu, accusing them of committing war crimes. They claim that the insurgency has not been defeated and will continue the resistance.

15. After declaring victory, the Transitional Federal Government and its allies made efforts to consolidate their gains in Mogadishu. Consequently, on 28 April, Mohamed Omar Habeb "Mohamed Dhere" was appointed Governor and Mayor of Mogadishu, and Abdi Hassan Awale "Qeybdid" was appointed as the new Police Commissioner. Both are former warlords and leaders of the Alliance for the Restoration of Peace and Counter-Terrorism, which was defeated by the Union of Islamic Courts in Mogadishu in 2006. Both these officials have issued decrees banning arms, a move that has improved security in the capital. On 12 May, the Government sacked the Deputy Prime Minister and Minister for Public Works, Hussein Aidid, and the Defence Minister, Barre Aden Shire "Hirale".

16. In the meantime, President Yusuf and Prime Minister Gedi have been engaged in a series of talks with leaders of some of the Hawiye subclans in an effort to reduce tension and promote reconciliation in Mogadishu. In compliance with Commissioner Qeybdid's orders for militias to hand over weapons, the members of the business community, long suspected of backing some of the armed groups, agreed to surrender their weapons. AMISOM troops were tasked with securing the arms. Furthermore, following the end of the fighting in Mogadishu, AMISOM troops started patrolling the streets of the capital city.

17. Since late April, Mogadishu and its outlying areas have witnessed recurrent attacks, including suicide attacks using vehicle-borne explosive devices, against Government troops and allied Ethiopian forces. There have also been mortar attacks against the Mogadishu airport, the main seaport and the presidential palace (Villa Somalia). Furthermore, there has been an upsurge in targeted assassinations, with the victims being for the most part supporters of the Government and prominent figures. The United Nations has also come under attack. On 20 March 2007, a United Nations convoy was attacked in an incident involving a roadside bomb and small arms some 30 km from Mogadishu. Three Somalis providing protection to United Nations staff were injured in the attack. The offices of the World Health Organization (WHO) in Mogadishu were attacked by armed gunmen, and one compound guard was shot and wounded on 16 May. On the same day, a roadside bomb killed four Ugandan troops and injured six others. Prime Minister Gedi survived two bomb attacks in less than a month, on 17 May and 3 June. The newly appointed Governor and Mayor of Mogadishu also survived a bomb attack against his convoy on 20 May. These and other recent events continue to raise concerns about security in Mogadishu.

### C. Security situation elsewhere in Somalia

18. The main southern port city of Kismayo witnessed intra-clan tensions. Fighting broke out between rival militias from the Marehan and Mijerteen subclans of the Darod, resulting in at least 12 people being killed on 24 April. Tension continued for a number of days, resulting in the withdrawal from Kismayo of Mijerteen militias. However, the situation was eventually contained after a delegation of the Transitional Federal Government led by Minister of Interior Mohamed Mahamud Guled "Gama-Dheere" visited the city in early May.

19. Clashes erupted between "Puntland" and "Somaliland" forces on 9 April, over contending claims to the village of Dhahar in the disputed areas of eastern Sool and Sanaag regions. The incident, which resulted in one death, was the first of its kind this year, and raised dormant tensions over the disputed territories. In the light of these developments, my Special Representative, François Lonseny Fall, issued a press statement on 13 April appealing to both authorities to cease all hostilities and refrain from any form of provocative actions. He also visited "Puntland" and "Somaliland" from 12 to 14 May to help defuse the tension.

20. In addition, the continuing acts of banditry and the lawlessness in various parts of the country have raised serious concerns about the safety of humanitarian staff working in these areas. Two international staff members of Care International were abducted on 8 May while returning from a mission in "Puntland" and were released on 15 May. An armed group ambushed an international non-governmental organization (NGO) convoy in Buloburti on 11 May. The convoy was transporting food and other equipment for internally displaced persons from Mogadishu to Dhusamareb. A contractor hired by the international NGO was killed during the incident.

## III. Activities of the United Nations and the international community

21. A United Nations technical assessment mission visited the region from 15 to 29 March. The objective of the mission was to report on the political and security situation in Somalia and the possible deployment of a United Nations peacekeeping operation; to provide recommendations for the United Nations further engagement in support of peace and security in Somalia and to make further recommendations on the stabilization and reconstruction of the country. The details of the mission report are addressed in my report to the Security Council dated 20 April 2007 (S/2007/204).

22. At a meeting on 1 April 2007 in Cairo, the International Contact Group on Somalia discussed, inter alia, recent developments in Somalia, the deployment of AMISOM, the implementation of resolution 1744 (2007), assistance to the national reconciliation congress, regional security and the threat of terrorism. The members also emphasized the paramount importance of establishing an inclusive and genuine political and reconciliation process.

23. Pursuant to Security Council resolution 1744 (2007), and in accordance with the communiqué issued by the meeting of the International Contact Group in Cairo on 3 April, my Special Representative carried out consultations with various

partners with a view to exploring ways and means of creating a safe environment to facilitate dialogue and humanitarian access. He met with the Minister for Foreign Affairs of Kenya, Raphael Tuju, Chairperson of the Intergovernmental Authority on Development (IGAD), on 27 April. He met successively with African Union (AU) Chairperson Konaré and Ethiopian Prime Minister Meles in Addis Ababa on 3 May. My Special Representative discussed security, political and humanitarian issues, including the deployment of AMISOM and the promotion of an all-inclusive political process.

24. My Special Representative chaired a meeting of the International Contact Group at the ambassadorial level in Nairobi on 4 May. The discussions focused on the humanitarian, political and security situations in Somalia and on how the Group could contribute to addressing the cessation of hostilities and the forthcoming national reconciliation congress. Following the meeting, he again travelled to Mogadishu on 10 May and conveyed the recommendations of the international community to President Yusuf and the Chairperson of the National Governance and Reconciliation Committee, Ali Mahdi, especially with regard to the independence and inclusiveness of the planned congress. He encouraged both leaders to continue the dialogue with the Hawiye elders in order to lower tensions in the city and improve the chances of reconciliation. My Special Representative also met with the AMISOM Force Commander.

25. At its summit held in Riyadh in March, the League of Arab States adopted a resolution in support of the Republic of Somalia. In the margins of the summit, an informal meeting was convened on 28 March by the Minister for Foreign Affairs of Saudi Arabia to discuss the way forward on Somalia. Ways to complete the AMISOM deployment and to promote inclusive national reconciliation in Somalia were considered at the meeting. Saudi Arabia also announced that it would offer its good offices to promote reconciliation among the Somali parties.

26. The twenty-sixth ordinary session of the IGAD Council of Ministers took place in Nairobi on 13 April. The Council assessed the security situation in Somalia, and called for the speeding up of the deployment process of AMISOM and expressed its support for the congress. However, Eritrea disassociated itself from the final communiqué, which expressed appreciation for Ethiopia's role in Somalia. Subsequently, on 22 April, Eritrea openly announced the temporary suspension of its IGAD membership. The Eritrean Government claimed that a number of repeated and irresponsible resolutions that undermine regional peace and security had been adopted under the guise of IGAD.

27. The International Contact Group met again in London on 6 and 7 June 2007. Members expressed concern over the continued sporadic violence in Mogadishu. They called on all parties to agree to an immediate cessation of hostilities and to protect civilians. The Group strongly condemned actions of extremists and terrorists and those looking to undermine the political and reconciliation process. It welcomed the assurances given by the Transitional Federal Government that the congress will be fully inclusive, and that no clan, subclan, or individual members thereof who renounce violence and are selected by their clans will be excluded from the reconciliation process. The Group concluded that the outcome of the congress should be fair and equitable representation in the transitional federal institutions. The Group promised to fund the congress, which should lead to a process of genuine political reconciliation. It offered its good offices in this regard. The Group also

agreed to continue to work with all parties to address the humanitarian needs of the Somali people and called on all parties to provide free and unhindered humanitarian access. The Group indicated that it looked forward to receiving plans for a United Nations peacekeeping mission.

28. On 5 June, I dispatched the Under-Secretary-General for Political Affairs to the Horn of Africa, accompanied by my Special Representative for Somalia, to consult with key national, regional and international players on how best the United Nations could assist on four main fronts: first, to facilitate an all-inclusive political process that could lead to reconciliation; second, to improve security by helping to generate international support for the full deployment of the African Union mission, AMISOM; third, to promote humanitarian and development assistance; and fourth, to address the regional dimensions of this conflict through strengthened regional security arrangements. In carrying out his mission, Under-Secretary-General Pascoe and his delegation attended a high-level meeting of the International Contact Group on Somalia, held in London on 6 June. In Nairobi, he met with the United Nations country team for Somalia, representatives of the diplomatic community and international NGOs working in Somalia. During a half-day visit to Mogadishu on 8 June, he met with President Yusuf, Prime Minister Gedi, and the Chairperson of the National Governance and Reconciliation Committee, Ali Mahdi. In Asmara, he held consultations with President Isaias Afwerki, and in Cairo he had discussions with the Egyptian Minister for Foreign Affairs, Ahmed Aboul Gheit, and the Secretary-General of the League of Arab States, Amre Moussa. In Addis Ababa, Under-Secretary-General Pascoe met with the Ethiopian Prime Minister, Meles Zenawi, and the AU Commissioner for Peace and Security, Said Djinnit.

## IV. Deployment of a peace support mission

29. During the period under review, AMISOM continued to face challenges. Thus far, only 1,700 Ugandan troops have been deployed. AU is still awaiting deployment of troop contributions promised by AU members. Although AMISOM did not participate in the fighting in Mogadishu, it came under attack on several occasions. A Ugandan soldier was killed and three were injured on 30 March, when Villa Somalia, which they were guarding, came under mortar fire. The soldier was the first Ugandan serving with AMISOM to die in Somalia. Subsequently, on 16 May, four Ugandan soldiers were killed in a roadside bomb attack and several others were injured. The latter were later evacuated to Nairobi. The Ugandan contingent, however, provided emergency medical assistance to the affected civilian population and to combatants of both sides.

30. Efforts are still under way to find logistical, technical and financial resources to expedite the full deployment of AMISOM. In this regard, the United Nations is considering ways of extending this support to AU. In response to an AU request to provide technical assistance in support of AMISOM, the United Nations is deploying a team of 10 military, police and civilian experts to AU headquarters to support its mission planning and management capacity structure.

31. A significant quantity of weaponry, including hand grenades, anti-tank mines, rocket-propelled grenade launchers and small arms, were confiscated on 9 May, and are being held and secured by AMISOM. The fact that no national disarmament, demobilization and reintegration process has been initiated or planned and that there

are quantities of weapons, ammunitions and explosives still not under Government control is a serious problem that needs immediate attention.

32. Although the political and security situation on the ground remains unstable, a number of preparatory disarmament, demobilization and reintegration activities have been initiated in order to create conditions for the launching of a national disarmament, demobilization and reintegration process as soon as conditions permit. To this effect, a United Nations disarmament, demobilization and reintegration task force and a strategic framework for disarmament, demobilization and reintegration support have been established and endorsed by the United Nations country team for Somalia.

## Contingency planning for a possible United Nations peacekeeping operation in Somalia

33. Further to the request contained in the Security Council presidential statement of 30 April (S/PRST/2007/13), I instructed the Department of Peacekeeping Operations to proceed with contingency planning for a possible United Nations peacekeeping operation in Somalia, should the Council decide to authorize such a mission. The subsequent planning effort has been based on observations and findings of the assessment mission that visited the region in March 2007, and lessons learned from the earlier experiences of the United Nations Operations in Somalia (UNOSOM I and II) from 1992 to 1995, as well as taking into account the history and practices of other United Nations peacekeeping operations elsewhere. I would like to emphasize the preliminary nature of the contingency planning. If the Council were to authorize a United Nations operation, a comprehensive technical assessment mission would be required. It should be recalled that the March assessment mission did not spend sufficient time on the ground in Somalia, owing to the volatile security situation, and did not comprise the range of military, police, logistics and other specialists required to gather details necessary to engage at a deeper level of planning.

34. It is clear, however, that even in the best case scenario, addressing the problems of Somalia will be a demanding, dangerous and massive undertaking. During the years without a functioning government, the country suffered tremendous destruction and neglect. In addition to the physical damage, the foundations and institutions of the society have been almost completely destroyed. Bringing about serious change in Somalia will require considerable, long-term and sustained commitment and effort on the part of the international community and, most important, the Somalis themselves. All concerned must be prepared to invest the necessary resources and commit to such a long-term process. It must be recalled, in this context, that while peacekeeping can help create the conditions for other activities, it is but one element of the required concerted effort.

35. In view of the enormous needs of Somalia, a United Nations peacekeeping operation would have to be multidimensional. In addition to contributing to the security and stability of the country, the mission would support the transitional process, in complement to the ongoing initiatives of the United Nations agencies, including through massive reconstruction and development; urgent recovery efforts; and the rehabilitation and capacity-building of national institutions. The geographical focus of a United Nations mission would be south-central Somalia, in

particular the population centres along the Shabelle and Juba rivers. Mogadishu would require special attention, as the country's capital and the heart of political contention and devastating hostilities. Such a mission would also need to monitor the potential for rising tensions in other areas.

36. A United Nations mission would likely face a number of major threats, predominantly by radical groups that are less influenced by warlords and some clan leaders who are believed to be opposed to any normalization and the presence of peacekeeping troops. In addition, there are an estimated 50,000 to 70,000 clan militia and other armed groups operating in Somalia that are generally under clan control. However, these disparate militias can pose a threat to peacekeepers, evoking a rapid transition into a serious security situation. The military component of a United Nations mission would therefore need a strong mandate and all capabilities to defend against such situations and to achieve deterrence through strength in its area of operations. It would also have to be sufficiently robust to provide protection to vulnerable civilians within its areas of deployment and to expand areas of stability to facilitate the delivery of humanitarian aid.

37. In the best case scenario, United Nations peacekeepers would need to secure the seaports and airports required by the operation, as well as land and sea supply lines. As the mission is deployed, military tasks would include patrolling to support the establishment and maintenance of a stable and secure environment; monitoring the provisions of any ceasefire agreement; contributing to a Somali-owned disarmament, demobilization and reintegration programme building on current activities by United Nations agencies by receiving, securing or disposing of heavy weapons and munitions and securing resources for demobilization and reintegration; monitoring the withdrawal of external forces; contributing to preventing the illicit flow of weapons and material into Somalia within areas of deployment; and protecting United Nations personnel, assets and installations.

38. I would like to emphasize that the plans outlined in this section are based on the assumption that certain conditions would be in place on the ground, providing for an environment conducive to peacekeeping. In other words, the scenario would be one in which hostilities would have largely ceased and all major armed groups would have signed an agreement that would allow for external monitoring. The security situation throughout south-central Somalia would be fairly stable. Accordingly, the disarmament of the militias would be voluntary, and the reconciliation process would be inclusive and ongoing. While the presence of spoiler elements and opposition to peacekeeping troops could not be ruled out, a United Nations operation would have to be broadly accepted by all clans and subclans, preferably expressed in a cessation of hostilities or ceasefire agreement or declaration. In addition, the feasibility of a United Nations operation would depend largely on the availability of capable troops and police contributors and extensive programmes of reconstruction of the country. A deployment by the United Nations would also have to be linked to a phased withdrawal from Somalia by Ethiopia.

39. The initial assessment suggests that a large, very robust and mobile military force would be required. With headquarters in Mogadishu, it would consist of a number of brigade-sized sectors in south-central Somalia, supported by significant military aviation, including attack helicopters, and considerable military engineering, logistics and transport units. Given the continuing scourge of pirates off the coast of Somalia and the extensive flow of weapons into the country, a strong

maritime component would be required to protect supply shipping and carry out patrols in support of the arms embargo. United Nations military liaison officers would likely need to be deployed in several locations: to "Somaliland" and "Puntland" to maintain close liaison with the United Nations police that would also form part of the mission and other United Nations offices; to AU to facilitate a transition from AMISOM; and to Kenya and Ethiopia to maintain liaison with the military authorities in those countries. The force would require a reserve of one mechanized battalion. Furthermore, provision would need to be made for a rapidly deployable capacity, over the horizon, to be activated in extremis, if the peace process were to unravel during the generation and deployment of the force. The total force would consist of up to 15 infantry battalions, excluding the over horizon capacity. With support elements the force could comprise over 20,000 military personnel. The extreme violence affecting Somalia would require special security measures to be used by the mission.

40. Institution-building is vital to the functioning of the Transitional Federal Government. This presents serious challenges to the current transitional federal institutions, which are weak and unable to address various governance issues ranging from the establishment of basic administrative structures at district and regional levels to fundamental issues such as the rule of law, transitional justice and human rights. The mission would need to design a comprehensive programme that could help the transitional federal institutions enhance their capacities to deliver what the Somali people need in their daily lives.

41. Working in close partnership with stakeholders, a police component would assist in reviving the Somalia Police Force, which has been seriously incapacitated but not totally disbanded. The objective would be to help it reach an acceptable international policing standard by conducting training in skills at designated locations, mainly in south-central Somalia, during and shortly after the transition period. In this connection, a key task of the police component would be to provide advice and support for police reform and restructuring, including vetting, selection, recruitment and certification processes, as well as skills and executive training. In addition, the police component of the mission would provide direct security support to the Somalia Police Force and other law enforcement agencies through the development of formed police units. The development of such units would also be critical for the protection of United Nations personnel and facilities in cases of public disorder. The number of police personnel required to carry out these tasks would be determined by a future in-depth assessment to be conducted by the newly established standing police capacity in the Department of Peacekeeping Operations. In addition, substantial funds, channelled through the United Nations Development Programme (UNDP), would be required to carry out these endeavours.

42. The mission would also require a sizeable and comprehensive civilian component that would focus on supporting the transitional process, including human rights, the protection of civilians and justice, and reconstruction and development efforts. To this end, substantive components would include political and civil affairs, public information, humanitarian affairs, human rights, gender, the rule of law and disarmament, demobilization and reintegration. Nonetheless, defining the parameters of the mission's civilian component would need to be closely coordinated with that of other United Nations agencies and humanitarian organizations to harmonize efforts. Lessons learned from other integrated missions would be helpful for setting up integrated structures.

43. As mentioned in my last report on Somalia, a United Nations peacekeeping operation would face very significant logistical challenges, primarily due to the likelihood of security threats and the poor state of the infrastructure. Special protection measures may have to be taken to ensure the uninterrupted supply of goods and services to the mission. In addition, the main area of operations, to the south between the Shabelle and Juba rivers, is prone to frequent flooding during the periods from April to June and October to December, making surface movement extremely difficult and hazardous. As a result, a United Nations operation would be heavily dependent on maritime and air assets for its deployment and supply lines.

44. It should be noted that as a result of these conditions, it may be extremely difficult to attract international staff and contractors to deploy to Somalia without adequate financial incentives. As a consequence, until such time that the military component is able to stabilize and improve the security situation, the number of civilians in the mission area should be kept to a minimum to minimize risk and exposure. Insertion of civilians into the mission area would have to be controlled and would require careful planning. Most likely, all personnel would have to be provided with secure accommodation and prepared meals for the first six months after mission start-up.

45. In view of the long absence of a functioning central government, all commercial activity, much of which is illegal, has been taken over by warlords, militias and businessmen, operating without regulation and accompanied by armed elements. The continued state of lawlessness makes the movement of goods and services across the country extremely difficult, complex and costly. For its sustenance, the local population depends heavily on imported goods and services, which are expensive and at present barely sufficient to meet local demand. While dependence on local sources and contractors would make a United Nations operation vulnerable to complex clan and subclan structures, international contractors could also become targets of these groups. Despite an abundance of skilled and unskilled manpower in the country, recruitment of national staff by the United Nations could pose challenges in balancing employment between the various clans.

46. Due to years of destruction and neglect, infrastructure in Somalia is almost non-existent, and its rehabilitation will require major and long-term efforts. The country is characterized by almost entirely degraded roads, bridges, ports and airfields, as well as a lack of power, transportation, communications and health facilities. A United Nations operation would have to invest significantly in improving a number of key installations, especially seaports and airports, and may have to depend heavily on the use of military enabling units for a considerable period after the initial start-up. Over time, the concept of mission support would be based on the integration of United Nations-owned, military, police and contracted logistics resources.

47. The preliminary planning effort so far suggests that the mission would be best served by an extensive United Nations facility outside Somalia, in the form of a logistics base in Mombasa, Kenya, in order to ensure an uninterrupted supply of materials and services. The main supply line would be the coastal maritime route from Mombasa to Kismayo, Mogadishu and Hobyo, which would serve as secondary logistics bases in Somalia. From these bases, forward air links would be established to all deployment locations in the interior, with land routes being used

where feasible in terms of security and infrastructure. To the extent possible and subject to the concurrence of other United Nations agencies, the mission's support services and resources would be coordinated, for reasons of security and cost-effectiveness, by establishing a local liaison mechanism at the regional or country level.

## V. Humanitarian situation

48. The escalation of violence in Mogadishu between February and late April resulted in the displacement of some 400,000 people from Mogadishu towards south-central regions of Somalia and as far as Galgaduud and Mudug. That is estimated to be one third of the city population, and it is the largest new population displacement anywhere in the world this year. As they moved, internally displaced persons suffered threats, intimidation, looting and rape. Urban internally displaced persons in Mogadishu were also affected by the fighting. The proximity of internally displaced person sites to buildings targeted by mortar attacks led to loss of life and the wounding of civilians. According to WHO, between 1 March and mid-May, an estimated 2,000 war-wounded were admitted to Mogadishu's main hospitals.

49. For several weeks, humanitarian efforts to assist the new wave of displacement were severely hampered by prevailing insecurity, the presence of illegal checkpoints, and harassment of humanitarian staff by free roaming militia. Administrative restrictions imposed by the Transitional Federal Government requesting inspection of aid supplies prior to distribution and limiting access to strategic airstrips to reach internally displaced person locations resulted in thousands of displaced living without any assistance for weeks, in the rough open areas around Mogadishu with no adequate food, shelter or access to clean water and sanitation.

50. At a meeting between the Transitional Federal Government and United Nations officials in Baidoa on 23 April, authorities gave reassurances that they would support the provision of humanitarian assistance and facilitate humanitarian access. An interministerial committee has been established and the Minister for Health has been designated focal point for the coordination of the humanitarian response.

51. The onset of the Gu rains in late April created additional obstacles to access populations in need. A World Food Programme (WFP) convoy carrying 1,176 metric tons of food to Afmadow and Hagar was stuck in mud for over two weeks. An upsurge in piracy off the Somali coast posed additional challenges to the provision of aid as WFP-chartered vessels came under attack in mid-May.

52. The current lull in the hostilities and increased collaboration of the Transitional Federal Government have resulted in a slight improvement in humanitarian access. To date, some 366,000 people have been assisted with food and non-food supplies in Afgoye, Merka, Mudug and Galgaduud.

53. According to the Office of the United Nations High Commissioner for Refugees (UNHCR), as of mid-May some 90,000 people had returned to Mogadishu. However, specific protection concerns have arisen as returnees have reportedly been prevented from returning to their homes. Tension is also rising over the fate of some public buildings that until recently were occupied by urban

internally displaced persons and are now being claimed by the Transitional Federal Government without providing the internally displaced persons with an alternative durable solution for their resettlement.

54. In the health sector, the outbreak of acute watery diarrhoea/cholera in south-central Somalia remained a major health concern. From 1 January to 11 May, 30,227 cases of acute watery diarrhoea were confirmed, with 973 related deaths. A multiagency response has been implemented with the United Nations Children's Fund (UNICEF) and NGO partners supporting chlorination of water sources, the construction of latrines, and education in health and hygiene at internally displaced person sites.

55. A critical nutrition situation persists in parts of south-central Somalia, despite the improvement in food security conditions reported earlier this year. More than 8,500 malnourished children received life-saving support at 114 UNICEF-supported supplemental, therapeutic and community-based feeding programmes throughout the central and southern zone. An additional 16,200 children under five receive blanket supplemental feeding each month in the Gedo region. The number of selective feeding sites in central and south Somalia increased from 14 to 75 during 2006 and thus far in 2007, an additional 39 sites have become operational. In order to improve the food security situation, the Food and Agriculture Organization of the United Nations (FAO) distributed emergency kits of agricultural tools and seeds to approximately 20,000 farmers in the Middle and Lower Shabelle and Lower Juba regions. FAO also carried out critical emergency interventions in the livestock sector, enhancing livestock disease surveillance and capability for the rapid containment of disease outbreaks and emergency treatment of affected livestock.

56. The Government of Kenya continues to close its border with Somalia to asylum-seekers. Some Somalis have nonetheless succeeded in the first months of 2007 to reach the Dadaab refugee camps and request asylum. Kenyan authorities have agreed to their registration on the condition that asylum-seekers be transferred to the Kakuma refugee camp in north-western Kenya.

57. The United Nations Emergency Relief Coordinator travelled to Mogadishu on 12 May, becoming the highest ranking United Nations official to have visited the city since the early 1990s. Although the visit was curtailed by explosions of roadside bombs along the mission's planned route, the Emergency Relief Coordinator met with the Transitional Federal Government President and Prime Minister, as well as with civil society representatives. The Emergency Relief Coordinator urged all parties in Somalia to provide full support for unhindered humanitarian access and stressed the need for the authorities to facilitate humanitarian access, including communicating the necessary instructions to militia and military actors at checkpoints. The Emergency Relief Coordinator expressed grave concern over the reported perpetration by all sides to the conflict of human rights abuses and violations of international humanitarian law and strongly condemned such acts. The Transitional Federal Government denied involvement in these abuses and agreed to a visit by the High Commissioner for Human Rights to look into the allegations. Following the visit of the Emergency Relief Coordinator, efforts are continuing to scale up the response to internally displaced persons and to increase cooperation with the Transitional Federal Government, particularly on how best to assist internally displaced persons returning to Mogadishu.

58. The revised 2007 consolidated appeals process (CAP) for Somalia was launched in April, seeking $262 million, up from the original $237 million requested in December 2006. As of 22 May, the 2007 CAP is 42 per cent funded. As with past appeals, most funding has gone to the food sector (101 per cent covered), while other key sectors, such as health (6 per cent), protection (9 per cent), shelter (22 per cent), agriculture (8 per cent), education (0 per cent), and water and sanitation (20 per cent), remain severely underfunded. Following the visit of the Emergency Relief Coordinator to Somalia in May, it was decided that financial support from the Central Emergency Response Fund will be continued for Somalia. To that effect, an allocation of $2.7 million has been approved to support projects of UNICEF and UNHCR, targeting 180,000 and 90,000 new internally displaced persons, respectively. The projects will provide shelter and non-food items and support for basic services infrastructure. An additional $2.9 million was approved to support WFP air services for airlifting relief supplies.

## VI. Human rights and protection

59. For the past 16 years the human rights situation in Somalia has been a cause for serious concern. Within the past six months, a number of new developments have emerged and the existing dire human rights situation appears to have worsened.

60. During the reporting period, there were reports of extrajudicial killings, arbitrary detention and forced disappearances. In addition, threats to the media and human rights defenders remained serious issues of concern. Unresolved land and property rights issues, which are often the root causes of clan-based conflicts, remained also unaddressed.

61. Detailed information on, and verification of, allegations of human rights violations remain difficult to obtain owing to the prevailing security situation, in particular in southern and central Somalia, and to the lack of expertise of independent human rights defenders conducting fact-finding missions in the country.

62. Allegations have been made that serious violations of human rights and international humanitarian law took place during the past few months of serious fighting. Non-military targets, such as hospitals and schools, have been attacked. It was also reported that some of the wounded were prevented from receiving medical treatment and protection and that urgent deliveries of food aid were hampered or blocked. While there is no independent and official account, local human rights organizations based in Mogadishu report that over 1,000 civilians were killed in this period, several thousand people were injured and 60 per cent of the dead and wounded were elderly, women and children. A joint statement made on 27 April by 12 mandate-holders expressing deep concern at the latest round of fierce fighting in Mogadishu was welcomed by many local actors and drew the attention of the media and the international community to human rights and humanitarian issues.

63. Discrimination and abuse of marginalized groups and minorities also appeared to continue unabated. Sexual and gender-based violence and exploitation of women and girls were also reported. Recruitment of child soldiers, as indicated in the recent report of the Secretary-General on children in armed conflict in Somalia (S/2007/259), persists throughout the country.

64. On 3 May, the Transitional Federal Parliament enacted an anti-terrorism bill introduced by the Transitional Federal Government three months earlier, which provides, inter alia, for the freezing of property of those suspected of carrying out terrorist acts. It also provides for the death penalty for those convicted of participating in the establishment of a terrorist organization and those carrying out or attempting to carry out terrorist acts. The law raises serious concerns about its direct implications on basic freedom. Close monitoring of its application will be required.

65. The National Union of Somali Journalists and Reporters sans frontières reported that several journalists were killed or injured as a direct consequence of the conflict in Mogadishu. During the reporting period, shells hit the television and other radio stations in the capital. In "Puntland" and "Somaliland", cases of harassment towards journalists continue to be reported.

66. The British NGO, Article 19, expressed its concerns regarding a draft Government law on the media on 14 May. According to Article 19, the draft law would seriously affect freedom of expression, which is already jeopardized, as it would require that every media outlet be registered and would demand newspapers to vet their publications with Government authorities.

67. Human smuggling from Somalia to Yemen remains a major concern. UNHCR reports that since the beginning of 2007, 7,144 people crossed the Gulf of Aden through a perilous journey that ultimately led to the death of at least 380 people. During his recent visit to "Puntland", my Special Representative raised this concern with the authorities, who assured him that proper steps were taken to address the smuggling problem.

68. In the absence of judicial mechanisms, such as law enforcement, for the protection of human rights defenders, Somali human rights organizations continue to operate in a context of total insecurity and fear. The High Commissioner for Human Rights condemned the assassination of Isse Abdi, the Chairman of Kisima, a Somali human rights organization, in Mogadishu on 14 March. She urged the Government to conduct a prompt and impartial investigation into this case.

# VII. Operational activities to promote peace

69. The United Nations country team has continued to implement activities that address key recovery and development needs throughout Somalia, particularly in south-central Somalia, in line with the priorities identified by the United Nations system for the next six months in support of stabilization. The United Nations country team has recently completed the United Nations transition plan 2008-2009, which lays out the United Nations planned contribution to recovery, reconstruction and development in Somalia over the next two years, in accordance with the Somali Reconstruction and Development Framework.

## A. Reconciliation and peace initiatives

70. During the reporting period, support was provided by UNDP to the National Governance and Reconciliation Committee to help ensure that the national

reconciliation congress is conducted in a secure and transparent atmosphere with broad-based inclusive Somali ownership of the process.

71. The district-based peacebuilding project made significant progress throughout the Bay and Bakol regions. UNDP and the United Nations Human Settlements Programme (UN-Habitat), in partnership with the Ministry of Interior, have begun training the newly selected councils of the Bay region. In addition, support has been provided to the councils through the physical rehabilitation of district and regional offices, the provision of basic furniture and the implementation of community projects, with additional support from the International Labour Organization.

## B. Health

72. For the first time in Somalia, a household survey of maternal mortality was conducted. Preliminary results show a significant decline in the estimated child and infant mortality rates, down from 224 and 133 per 1,000 live births, respectively, for the period 1996-1999, to 156 and 96 per 1,000 live births, respectively, for 2003-2006. Data also shows evidence of a peace dividend for the northern zones, where the decline in the mortality rate has been much more significant. In-depth analysis of the results has led to the development of a joint UNICEF/WHO accelerated child survival programme for 2007-2009.

73. Since January, 103,000 long-lasting insecticide-treated nets, benefiting over 50,000 families, have been provided in the central and southern zone, targeting children under five and pregnant women. An additional 45,000 nets are being sent to Mogadishu to benefit about 22,500 households. UNICEF has supplied 100 maternal and child health facilities and 15 hospitals throughout Somalia with highly effective anti-malaria treatment and rapid diagnostic tests.

74. From January to March, over 100,000 children were vaccinated against measles in several districts of the central and southern zone that had poor coverage or were inaccessible during the nationwide measles campaign in 2006 due to the deteriorating security situation late in the year. This brings the total number of children vaccinated in the zone to 1.9 million. Since January 2007, seven cases of wild polio virus have been reported in Somalia, five in the Togodher region in "Somaliland" and two recent cases in the central and southern zone.

75. A reproductive health skills assessment was undertaken with the support of the United Nations Population Fund (UNFPA) in 23 maternal and child health clinics and two hospitals in south-central Somalia. Basic reproductive health kits were provided to maternal and child health centres, and advanced reproductive health supplies for safe deliveries to referral hospitals in south-central Somalia, including in Mogadishu and Galkayo.

## C. Education

76. The "Back to school" campaign in flood-affected areas successfully brought more than 35,000 children back to the classroom in early 2007. All flood-affected schools in the Middle and Lower Shabelle, Lower and Middle Juba and Hiran regions were reopened in January. As an estimated 40,000 school children have been displaced from the Mogadishu area, United Nations agencies have been working

with partners, internally displaced person community leaders and education authorities to register the children in their new locations, set up emergency classroom tents and mobilize displaced teachers to resume basic education activities until the end of the school year in May. More than 20 temporary school tents have been set up to cater for children in internally displaced person communities in the Jowhar and Merka areas, and 100 additional school tents will be erected in conflict- and flood-affected communities.

77. A permanent nine-classroom girls' primary school was opened in Baidoa with UNICEF support, and by February nearly 600 girls between six and 14 years of age had registered. Construction is under way in "Puntland" of six schools with water and sanitation facilities, including a "peace" school in Galkayo, which will bring together children from areas both north and south of the "green line".

## D. Livelihoods and food security

78. Support is being provided to 30,000 pastoralists, 10,000 small-scale fishermen and 5,000 farming households by FAO in the riverine and peri-riverine areas of Shabelle valley. This is being done through technical assistance, training, equipment, pharmaceuticals, support to veterinary teams, vaccination campaigns and the distribution of emergency kits of fishing gears. As the vast majority of Somalis continue to depend on agricultural, livestock production and related activities, FAO is providing longer-term support in natural resource management in "Somaliland", "Puntland" and south-central Somalia.

79. In response to the recent exodus of internally displaced persons from Mogadishu in March and April 2007, FAO and partner organizations have provided, through a series of targeted and phased operations, support in the recovery of viable livelihoods to at least 30,000 farming or pastoralist households that have returned to small settlements in their rural areas of origin in southern Somalia. FAO-supported information systems continue to provide the most comprehensive and structured information on livelihoods, nutrition and natural resources.

## E. Area-based support for vulnerable groups (internally displaced persons in particular)

80. The first two phases of the housing projects for internally displaced persons and returnees in Hargeisa and Garowe are nearing completion. The UNICEF/UN-Habitat post-tsunami reconstruction programme in Xaafuun is also in its final stage. An entire new village has arisen on the Xaafuun peninsula with adequate housing and services, at a safer new location. In Bosasso, the lottery for the internally displaced person resettlement project took place in April. The inter-agency project is implemented by the shelter cluster, comprising UNHCR, the Office for the Coordination of Humanitarian Affairs, UN-Habitat, the Danish Refugee Council and other organizations.

## F. Security and rule of law

81. In February, a peace and security conference in Mogadishu brought together over 250 participants representing all major stakeholders, including religious and traditional leaders, clan elders, representatives from civil society and women's organizations, and political and academic experts. The result of the conference was a set of recommendations to strengthen security in Mogadishu, including initial discussion on disarmament, demobilization and reintegration and weapons control.

82. UNDP supported a six-week training-of-trainers programme at the Armo Police Training Academy. The objective of the training programme was twofold: to increase the number of qualified police trainers, and to strengthen the capacity of current trainers. Training is also taking place at the Labatinjirow Police Training Centre near Baidoa.

83. UNDP, in consultation with the Somalia Police Force, has identified 1,500 recruits for training at Armo and Labatinjirow. The selection of recruits was based on clan balance and regional representation. The programme commenced in May 2007 for a 12-week period. Deployment of the trained recruits will be based on the Somalia Police Force strategic development plan. A subsequent training programme for additional 1,500 recruits will take place in September 2007.

84. The Supreme Court in south-central Somalia is being reactivated, with support from the United Nations in the provision of essential equipment for regional and district courts and the training of court staff and law professionals.

85. In April 2007, police advisory committees were created in Mogadishu to monitor the eight police stations. The committees underwent intensive training in May, based on the international standards of human rights.

## G. Child protection

86. More than 100 cases of children separated from their families have been identified for follow-up since December 2006 in the central and southern zone in the context of NGO-led rapid assessments. Child rights violations by all parties are regularly monitored and reported. These reports are contained in the Secretary-General's annual report to the Security Council on children and armed conflict, which was submitted to the Council's working group on children and armed conflict on 10 May 2007, in accordance with resolution 1612 (2005). High-level advocacy against the recruitment and use of child soldiers has been ongoing. The issue of child soldiers will be addressed as part of the United Nations task force on disarmament, demobilization and reintegration. Reports of violations of children's rights are used to define programmatic responses and to ensure that individual victims have access to support services. UNICEF, in partnership with Save the Children UK, has been providing predeployment trainings in child and civilian protection to AMISOM forces at both officer and rank-and-file levels. UNICEF is also planning to support AMISOM by providing child protection advisers.

87. In the disputed region of Sanaag, a child protection network has been launched, and programmes are being implemented to respond to reports of widespread gender-based violence in internally displaced person settings in the

newly accessible areas of Galkayo. Options for advocacy against female genital mutilation in Somalia are being considered.

## H. Governance and public administration

88. Several hundred women in the Gedo region received training to enable them to play an active role in the reconciliation processes and the formation of a local governance structure. In parallel, the Transitional Federal Government has prepared a decree on the political inclusion of women, which sets a 30 per cent rate of participation in all national and local institutions.

89. Support has been provided to the newly established National Civil Service Commission in preparing procedures for civil service recruitment and the compilation of baseline information of the existing employees and volunteers of the Transitional Federal Institutions.

90. UNDP and the World Bank conducted a joint mission to "Somaliland" to assist in the development of a joint action plan to support efforts of "Somaliland" to reform and improve the public financial management systems. UNFPA and the Ministry of Planning in "Somaliland" organized a conference on statistical and data management capacity-building needs. Participants from Government authorities, civil society and United Nations agencies attended that conference. The capacity of the Ministry of Planning was strengthened through the deployment of two statistical advisers.

## I. HIV/AIDS and gender-based violence

91. As massive displacement in the central and southern zone increases the risk of spreading HIV, the "Woman-to-woman" initiative has benefited over 1,000 girls and 3,150 women in six regions through peer education or outreach activities. UNICEF also targeted 60 leaders among vulnerable populations in the central and southern zone, particularly within internally displaced person communities, through awareness and prevention sessions. HIV leadership advocacy forums trained more than 240 elders in various towns in "Somaliland" with key information to pass on to their communities. Community-based NGOs in "Somaliland" and "Puntland" are being trained to provide peer counselling and capacity-building to people affected by or living with HIV. In "Somaliland" this included the production of the first newsletter by people living with or affected by HIV. The Ministry of Youth and Sports, supported by UNFPA, initiated a national youth situational analysis, including a knowledge, attitude, behaviour and practice survey in "Somaliland" and "Puntland". A programme of training of trainers in peer education, for 25 young girls and boys, was organized by UNFPA in Bossaso, "Puntland". UNFPA organized two training sessions on the role of journalists in the fight against sexual and gender-based violence for 34 journalists at the University in Bossasso.

92. Within the context of the United Nations transition plan 2008-2009, the United Nations country team has agreed on a two-year joint work plan to implement HIV cross-cutting issues. The main thrust of the joint work plan is to generate strategic information and data on the drivers of the epidemic.

93. The Global Fund to Fight AIDS, Tuberculosis and Malaria continues to exceed the pre-determined goals, including by providing one million Somalis with access to HIV/AIDS prevention, treatment, care and support services in "Puntland", "Somaliland" and south-central Somalia. By the end of May, the national Somali HIV response mechanism had four functional antiretroviral therapy sites, seven voluntary counselling and testing centres, seven sexually transmitted infection centres, 28 blood safety centres, six laboratories, seven youth centres, one tuberculosis/HIV centre and 34 media outreach programmes. This is major progress over what existed a year ago. To support the delivery of such services, close to 5,000 Somalis have been trained in integrated prevention, treatment, care and support.

94. UNFPA and the Joint United Nations Programme on HIV/AIDS (UNAIDS) jointly sponsored three technical advisers in all three zones of Somalia, to assist the Ministry of Health and the national AIDS commissions in their work on reproductive health, HIV/AIDS and youth issues. UNFPA, together with the Ministry of Health and the national AIDS commissions, initiated the development of a national condom programming strategy.

## VIII. Observations

95. While the current situation may provide a good opportunity for the Transitional Federal Government to create conditions for sustainable peace and reconciliation in Somalia, concerns remain regarding the security of the venue of the national reconciliation congress, its independence and inclusiveness and its expected outcome.

96. A genuine and all-inclusive dialogue and political process is the only way to achieve sustainable peace in Somalia. I encourage the National Governance and Reconciliation Committee to make the Congress as inclusive and transparent as possible and to engage with all the key stakeholders, including clan elders, religious leaders, the business community, women's groups and other representatives of civil society. This would facilitate the support of the international community for the congress. The congress should therefore address critical political and security issues, including a comprehensive ceasefire and an agreed framework for disarming, demobilizing and reintegrating Somalia's militias, consistent with the National Security and Stabilization Plan, the constitutional process and preparation for national elections. The outcome of the congress should aim to achieve a comprehensive political settlement and develop a road map for the remainder of the transitional period.

97. The congress is an important landmark in the reconciliation process in Somalia. However, for this process to be truly genuine and all-inclusive, it requires political will on the part of all the parties to constructively engage in this process. The Transitional Federal Government must show its commitment by reaching out to all the dissident and opposition groups in this regard. President Yusuf's engagement with the Hawiye leaders in Mogadishu is a good beginning. However, this dialogue has to be sustained to conclude successfully. At the same time, all opposition groups inside Somalia as well as those in exile, including Union of Islamic Courts leaders and former parliamentarians must renounce violence and extremism, and pledge to effectively engage in dialogue with the Transitional Federal Government that is

aimed at achieving a sustainable political settlement in Somalia. Legitimate concerns about potential acts of terrorism in the Horn of Africa should not limit the promotion of a politics of inclusiveness in Somalia. While a significant number of spoilers remain active in Somalia, they must not be allowed to derail the political process.

98. I condemn all acts of violence in Somalia, including the killing of AMISOM soldiers, and call on all parties to cease hostilities and engage in peace efforts. I commend the efforts of all international partners engaged on their untiring efforts to help the Somali parties reach a comprehensive agreement. My message to the Transitional Federal Government is to extend dialogue to all parties and call on the disaffected groups to cease violence and join the political process.

99. There is an urgent need to strengthen AMISOM capabilities on the ground, including the expedited completion of its full deployment, to help create conditions conducive for dialogue and reconciliation and to facilitate the withdrawal of Ethiopian forces. I urge AU member States that have pledged to send troops to Somalia to do so without further delay. I also appeal to the international community to assist AU with the necessary logistical and financial resources for the deployment of AMISOM. I reiterate my satisfaction over the expressed intention of Ethiopia to withdraw its forces. I call on all States in the region to respect Somalia's independence, sovereignty and territorial integrity.

100. At present, the conditions outlined in paragraph 38 exist only in part or not at all. A United Nations operation will only succeed if it is deployed in support of a political process, not as a substitution for one. Therefore, the immediate focus of the international community should be on promoting a ceasefire arrangement and a viable and inclusive political process, which in turn would bring about a sufficiently stable environment in which peacekeepers could play a useful role. In the absence of the necessary conditions, not only would a peacekeeping operation be more likely to fail in its objectives and possibly be exposed to a number of security threats, but the Organization would likely find it very difficult to generate the number of troops and other personnel required for an operation of the size envisaged for Somalia. As mentioned in my previous report, if the conditions for peacekeeping are not in place, the Security Council and the wider international community may want to consider alternative options.

101. In the meantime, the United Nations will continue its efforts to address the serious humanitarian needs in the country. I encourage the international community to continue to generously support humanitarian relief efforts in Somalia. I call on all parties to provide unhindered access to relief efforts and to comply with international humanitarian law and human rights principles.

102. Independent verification of allegations of serious and gross violations of human rights and humanitarian law would be an important step to establish confidence in the political process. With a view to the limited capacity of local human rights actors in Somalia, a joint mission of independent mandate holders could be a possible option to gather facts about alleged human rights and humanitarian abuses committed during the recent outbreaks of fighting in Mogadishu and south and central Somalia. It would also allow for direct dialogue on human rights and accountability with the Transitional Federal Institutions and other stakeholders, as well as public advocacy on sensitive human rights issues.

103. Recent developments in Somalia amply demonstrate the degree to which national and regional security conditions are intertwined in the Horn of Africa. Long-term security for Somalia will not be possible without addressing the regional aspects of the crisis. In this regard, I reiterate the need to explore measures to deal with the regional dimension of the Somali crisis and to find ways to address the security concerns of Somalia and its neighbours, including the reinforcement of the existing regional security architecture.

104. Finally, I wish to reaffirm my deep appreciation to my Special Representative for Somalia for his leadership and continued efforts to foster inclusive dialogue and reconciliation among the Somali people. I call upon all Somali parties and Member States to continue to give him their fullest support and cooperation in pursuit of this goal.